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ABSTRACT

The report describes a 1974-75 project to coordinate planning efforts for public training programs in vocational education, rehabilitation, and manpower training and development in San Francisco. Project participants included representatives from the local public school district, the community college district, the office of the State Department of Rehabilitation, the Mayor's Office of Manpower, and several citizens. These participants worked to build a new and wholly local model for coordinated planning without significant links to other governmental relationships. The report discusses the implications for national policy and local program development in the way intra-field communication needs are presently perceived and handled. It outlines the processes through which the local group progressed toward a new procedure and discusses the nature of the group process in working with diverse local training agencies. Finally it outlines the features of the "Job Training Interchange," the instrument for continuing communication among local training programs, which was the product of the work group's effort. Appendixes include information on public training and related assistance programs in San Francisco (one page) and the Job Training Interchange's statement of purposes and methods (seven pages). A three-page bibliography and a two-page summary of related Federal, State, and local legislation is also included. (JR)

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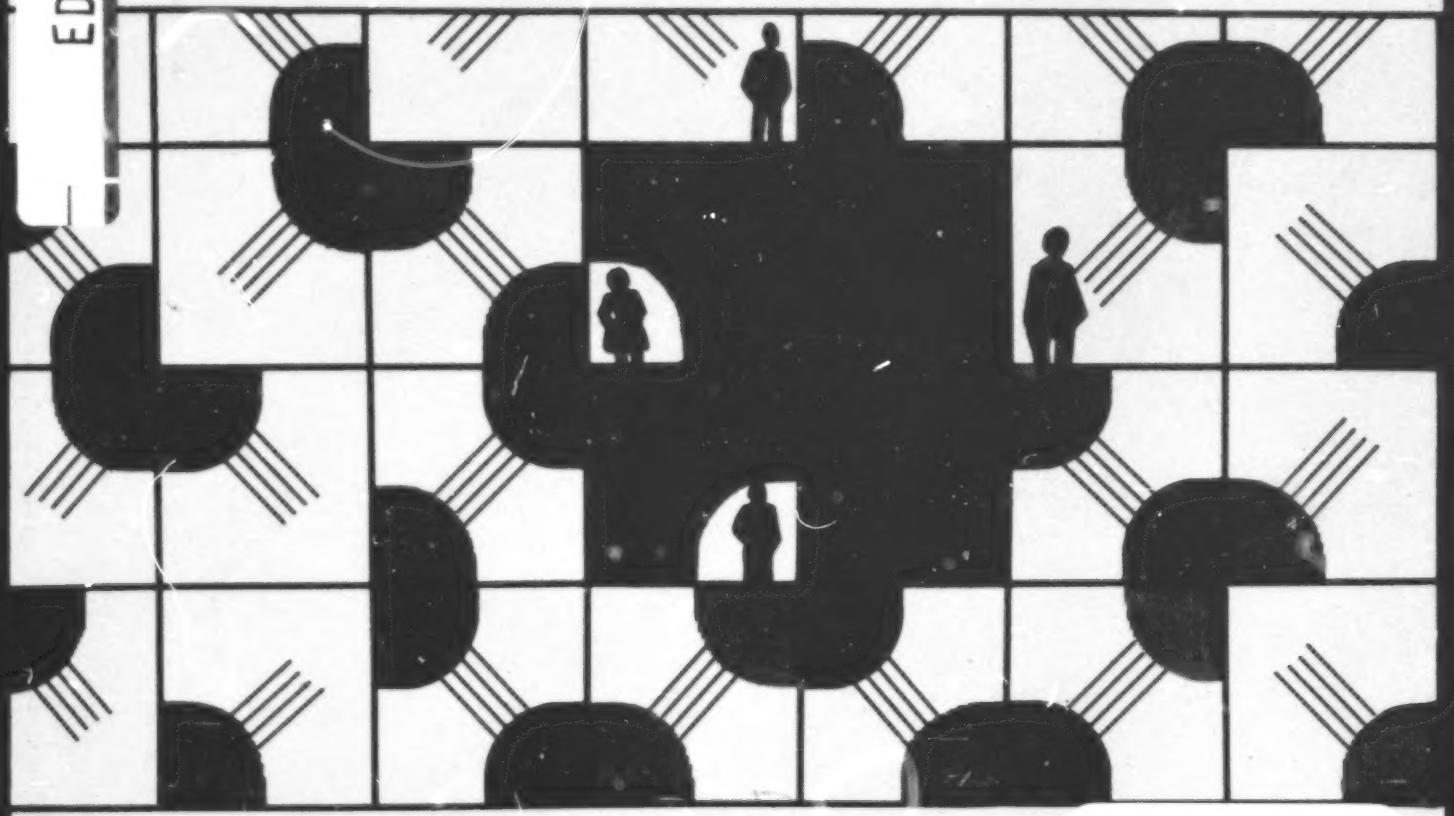

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San Francisco Job Training Interchange

Final Report: Fall 1975

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COMMUNITY PLANNING FOR HUMAN RESOURCE DEVELOPMENT

THE SAN FRANCISCO JOB TRAINING INTERCHANGE

FINAL REPORT, Fall 1975

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Participants met regularly over a period of some months. Eventually they reached consensus on the establishment of a new instrument for communication. The report discusses the implications for national policy and local program development in the way governmental relations and intra-field communication needs are perceived. It outlines the processes through which the participant group progressed.

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Project Director

COMMUNITY PLANNING FOR HUMAN RESOURCE DEVELOPMENT

Abstract

This project addressed the coordination of planning for various public training programs in San Francisco. A developmental effort was undertaken in part of 1974-75. Public programs involved were vocational education, rehabilitation and manpower training and development.

The project design centered on a continuing dialogue among staff members of four training agencies plus a small number of citizen participants. Participants were the local public school district, the community college district, the local office of the State Department of Rehabilitation and the Mayor's Office of Manpower, administrative arm for the City and County, a prime sponsor under the Comprehensive Employment and Training Act (CETA).

Participants in the dialogue met regularly over a period of some months. They eventually reached consensus on the establishment of a new instrument for continuing communication among local training programs, creating a community "Job Training Interchange." This Interchange provides an in-person conversational setting for the exchange of views on community training needs and problems and about emerging programs. It also will service an information bank on training availability, length and character of course offerings, rules about participant eligibility and procedures for gaining entrance. The Interchange also will provide for the timely distribution and review of the formative program service plans of the participating organizations.

The report discusses the implications for national policy and local program development in the way intra-field communication needs are presently perceived and handled. It outlines the processes through which the local group progressed in moving toward a new procedure and attempts some conclusions on the nature of group process in working with diverse local training agencies, funded under various statutory authority at different levels of government.

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COMMUNITY PLANNING FOR HUMAN RESOURCE DEVELOPMENT
The San Francisco Job Training Interchange

Summary and Conclusions

This report on an experimental and demonstration project focuses largely on the processes by which public decisions on training services are made and communicated. It also looks at the dynamics operating within an ad hoc group of citizen members and professional workers which grappled for nine months with the matter of how communication among public training agencies might better be handled -- in the belief that this might lead to more relevant public decisions.

The problem with which the project -- and consequently its "work group" -- set out to deal is fragmented decision making and inadequate informational channels among those relating in some substantial way to the funding, oversight, or operating of training programs and related services. In the context of this project, and this report, the relevant training is that which is directed toward the needs of the disadvantaged, the discriminated against, and/or the handicapped among the community's potential or actual labor supply. The concern is with those who require an especially effective act of public intervention if they are to achieve reasonable economic security. They are persons whom one group member characterized as being in "the pool" rather than "the flow" of those preparing to enter the labor force.

Project design and project experience are dealt with at greater length in subsequent portions of this report. In this opening section are summarized some of the conclusions which either appear to have surfaced from the project or been made more manifest by the actual carrying out of the project. Surfaced or made more manifest, for the project director who is solely accountable for the conclusions that follow.

A. National Policy Implications

1. There appears to be rather little practical effect from the issuance of federal or state directives or "guidelines" requiring communication among the providers of training services funded through different legislative authority.

   The consultative arrangements which have been imposed increasingly by federal and state legislative and administrative actions since the mid-Sixties have produced another instance of compliance in form but not in substance. It was not possible, for example, to find an occasion in San Francisco, the site of this effort, where a major training intention has been altered as a result of the mandates contained in the 1968 Vocational Education Act amendments. Nor is there a known case of any similar impact of the whole CAMPS (Cooperative Area Manpower Planning System) procedure as followed in this city from 1967-73.

2. As a corollary of the above, the view held by some as to the workings -- in human service programming -- of the federal-state-local relationship seems mechanistic and unreal. The State is simply not the operator of major public training programs. To mandate the State, through its department of education, to assure substantive compliance with national requirements and support of national priorities is to impose a practical nullity, and probably increases local cynicism with the intent, the will or the capability of the federal agencies involved. Such cynicism in addition probably has some negative effect upon the quality of local performance. This is true at least as far as providing an excuse for unresponsiveness to those locally generated pressures with which the local operator is not wholly in accord. The counter-productive effect may also contribute to a certain deadening effect upon local bureaucracies and to an increased pre-occupation with paper shuffling.

3. The central office-to-field relationships that characterize 2 federal departments (Labor and HEW) and three major programs supported all or in part by federal

funds (manpower development and training, vocational education, and vocational rehabilitation) are profoundly out of sync one with the other.

The Department of Health, Education and Welfare, in the administration of its grant in aid programs, relates to the grantees as it is pretty much obliged to do by the terms of the relevant legislation. That is, it deals with the states and leaves it to them to relate to localities, under funding criteria spelled out in various appropriations. This mirrors the classical federal system concept of intergovernmental relations.

The Department of Labor, in administering the Comprehensive Employment and Training Act, relates predominately with localities - cities and counties. Its relations with states are in their role as managers for "balance of state" fundings and for the ill-defined state oversight and coordination role viz the performance of CETA-funded local prime sponsors. Fairly put, the states are just not the major actors (through their departments of education) for implementing the CETA programs as they were for the Manpower Development (MDTA) programs.

The relationship required of the Department of Labor under CETA probably far more realistically represents an operationally defensible relationship. The HEW relationship with states and through them localities, while honoring the federal concept of government, introduces many practical problems for responsible and effective administration. The witnesses to this fact are legion among those who have tried to operate local manpower training and economic opportunity programs from the mid-Sixties to this time.

The democratic ethos may be honored by the grantor-intermediary-grantee operating style imposed upon HEW. In functional terms, however, there is no adequate defense for the role of the middle-man in federally funded, locally managed human service programs. Witnesses to the potential for mischief arising from even the state's more limited role under CETA

are available among those who have tried to administer manpower programs during only this first year under CETA.

The present tendency to prepare internally or finance contractor work on guides to the coordination of federal, state and local programs is probably over-valued, however well-intentioned. The resultant products appear to have little real utility for local school, rehabilitation, or manpower development agencies in determining how to mesh their resources. A text which informs of services not adequately understood by local practitioners is indisputably a plus. Going beyond it, however, to prepare schematic drawings or draft guides for "methods of coordination" is more likely to present the local operator with concepts which seem to him either unfathomable or unreal.

A July, 1975 regulation by HEW requires that the State Annual Vocational Education Plans be sent to the State Manpower Service Office for comment. This is the annual plan imposed by the Education Amendments of 1968. It is a statistical compendium of what the local public school and community college are offering in trade and occupational instruction. At the State level these are simply totals not identifiable by locality. To require that these be sent to the State Manpower Service Office is virtually meaningless in terms of what local administrators, at least in California, know to be true. State manpower planning officials have little hard knowledge about and less influence upon what is being provided by CETA prime sponsors. Practically, they are not in a position to comment meaningfully upon a State vocational education plan, except possibly as it may pertain to "balance-of-state" areas. This last is unlikely because an area which is urban enough to have a detailed annual vocational education plan to submit to the State apparatus probably has sufficient concentrated density to be its own

prime sponsor. It is therefore of little moment what the State manpower office thinks of the State Vocational Education Plan as it pertains to such a locality.

For the State manpower office to buck the relevant sections of the document back "down" to the locality for comment which later is filtered through a State vocational education bureaucracy and thence to a local school system in the locality in which the comments originated is an operational merry-go-round. If the substance of the comments survive their processing through two bureaucracies they are likely to arrive at their ultimate destination late and garbled. Why not merely walk across the street with the comments, speaking figurativ How this might be done is part of the experience sections of this repor which follow. As it is, most local administrators know that an enormous game is being played, with little credit to anyone and with some contribution to the growing skepticism about whether any public human service system in an urban setting can ever work efficiently and effectively.

4. For the federal policy maker the question then becomes "if not this growing if formal system of local and state consultations, what then? How to assure some purposeful discourse at the local point of service design and delivery?" There is one answer which appears now to be wort trying: less emphasis on the middle man, state or regional, and the strengthening of local forces which might assure respectful consultatio at the local level. One way of possibly accomplishing this is to attach substantial local bundles of discretionary funds to federal training fund grants available when the local elected officials are assured that they have bought substantial program cooperation from school officials. Joint city government - school system sign-off could

be required to spend this money. In the event such cooperation could not be obtained, a major portion of the discretionary bundle could be used at the sole discretion of the local government leaders. In his way the local executive would not be faced with the hard choice of allowing the funds to be spent without his wholehearted concurrence or seeing them lost.

B. Local Program Implications

1. There has not been an effective network for the discussion of public training programs in San Francisco, or probably in any other large city in the United States. Inadequate information has led to occasional duplicative services, to time wasted in planning what is later determined to be available elsewhere, or to the abandonment and loss of training programs which might have been feasible if jointly financed or conducted.

Funds for public training programs become available through a cluster of federal, state and local laws which carry different conditions and reach the agency providing the service through different channels. In San Francisco at the present time, public classroom-type training is being financed through at least eight statutes passed by three different units of government and administered by four or more major training organizations.

Accordingly, there needs to be an instrument which at a minimum can be a place for discussion and a means for dissemination of the training plans, programs, interests and concerns of the public training agencies. Training programs have their being locally, in a finite setting, and it is those who are but one step removed from the actual, hands-on delivery of service who must most be cognizant of what is underway in their locality. Therefore, what is needed is both a system of sharing

"hard" information and a process for the exchange of ideas.

2. Bringing about a review of the present coordinative mechanisms for planning of training -- or the absence of them -- is a matter which arouses substantial organizational anxiety. In the current situation in most American cities, including San Francisco, there exist longtime providers of public training services and the new entrants to the field. These newer agencies include corrective and basic educational services -- necessary they believe partially because of the inadequacies of those who until relatively recently had the field pretty much to themselves. These newer organizations therefore bring to the matter of inter-agency cooperation some skepticism concerning the approach and method of the long established agencies. The older organizations think that they have a superior technical competency and a greater diversity of available service, in place and serving larger sections of the local populace than do the newer agencies. They sometimes resent what they sense in the manner of the new entrants to public training. They note that the newer organizations generally are limited to remedial and pre-vocational instruction, and some fear for the future of long cherished modes of pedagogy. The older organizations have become accustomed to planning within limited parameters of public review. The review that does take place is frequently performed by those with a vested stake in the trade or occupation. There is little review by those who view the labor force and the labor market area as an integrated totality. Certainly, there has been little review by those who are representatives of the potential users of such training services.

In these circumstances there is likely to be a reluctance meaningfully to confer. Certainly it was this way generally in the time of the CAMPS committee when there was only a responsibility to list MDTA and

EOA funded training. Therefore, if significant dialogue is to ensue another element must be introduced. Representatives of the larger body politic must be involved. In the American style of community organization this can be the elected leadership of the locality or disinterested but potentially knowledgeable citizens or both. In the latter instance the consumer community needs selectively to be represented.

Some would say that employers per se need to be present, so that they "can tell us what the job market is." This reaches the right conclusion for the wrong reason. Employers, and other persons with significant economic and political roles need to participate to leaven the process with their impressions of working world reality. But it is fallacious to seek them out primarily because they allegedly know the job market. This belief reflects a simplistic, slot machine view of the workings of the labor market. Labor demand and job creation are too flexible and too complicated a process to be packaged within the mind and resources of any individual or single company.

For a meaningful dialogue and an agency willingness to share and to change it may be necessary to open the communication process to those who have no direct, self-serving interest in the shape of the community's training program. Urban communities around the country face this situation in common. The experience that is described in the following pages is presented in the hope that it may suggest some early learnings in how to go about building a civic discussion of the way training is planned as well as of the configuration of current programs.

THE SAN FRANCISCO
JOB TRAINING INTERCHANGE

In July, 1975 representatives of four public training organizations joined by a group of civic leaders gave their approval to a statement setting up a new mechanism for a community dialogue and the exchange of information on training matters. They agreed to establish and support a Community Training Forum and Interchange. (Later retitled the Job Training Interchange).

The four training agencies,[1] to be joined by local offices of the State Department of Employment Development, identified the following purposes for this new instrument:

1) assessing the community's need for jobs and for training;
2) consulting with each other in the formulation and review of program plans to meet those needs;
3) participating in a dialogue with business, labor and community groups to utilize better all related services...

With this action, nine months of activity and some weeks of negotiation had come to a constructive conclusion. In October, 1974, three training organizations and half a dozen civic leaders had responded to an invitation from the San Francisco Mayor's Office of Manpower to meet and see if they could devise a procedure "for consultation on planning for vocational training."

The attempt to convene a "Community Planning Work Group" was the centerpiece of a project to determine if "local manpower planning and resources can be linked reasonably and usefully with planning and resources in related areas of human resource development to help achieve more efficient delivery of services and an assurance that those services are comprehensive and of high quality."[2]

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1. San Francisco Community College District, the San Francisco Unified School District, the San Francisco Mayor's Office of Manpower, the California Department of Rehabilitation District Office

2. Project Statement of work

DESIGNING THE SAN FRANCISCO PLANNING PROJECT

The decision to go the route of a "work group" or committee as the main tool for executing the project followed several months of consultation and examination of alternatives. The San Francisco Mayor's Office of Manpower and its Manpower Planning Council had received a Department of Labor grant to examine and attempt constructively and cooperatively to influence the process by which local agencies allocated available resources for the provision of vocational training and related services to those residents with particularly intense need for them. It needed now to construct an experimental design by which it would attempt to achieve this objective.

Among the several ways to initiate a new procedure -- in planning or in delivery of service -- is to reach for a manual or guide. One difficulty with this approach is that such guides (if they are available) are not self-executing. To the degree that they extend beyond the mere preparation of forms or compliance with government requirements, they depend for their use upon someone's curiosity and recognition of a problem. Their use is further conditioned upon the quality of local relevancy they seem to possess.

Local managers may have problems which are not met by a planning guide which must strive to fit all circumstances. More than that, the new program guide may just be seen as one extra activity for which it is not possible to "spring" a staff person to assume responsibility. Meeting today's crises today is an overwhelming imperative for most agencies, especially when they are assuming new authority under conditions which change the power sources in a community.

There have been only a few efforts at writing human resource planning guides to date. The review by the project director of what was available produced a sense of remoteness from the local scene. Considerable useful information was obtained through this review, as well as sources of data and references to provisions of law and regulations.

It was decided that a new local scenario had to be written. The key element seemed to be the suggestion of an indigenous quality in the proposed solution. In addition to internal merit, the product has to be something which was, and was perceived as being, locally constructed and intended for local consumption. This meant a "hands on" approach to the design of a new planning tool. It therefore also meant securing a substantial commitment of local public agency staff time.

As the effort to assemble a "Community Planning Work Group" went ahead, so did the review of coordinating planning efforts and the historical base from which the local planning council proposed to take the lead in this new venture. It was appropriate too, to review the dynamic national developments which during the submission and review of this proposal had produced the Comprehensive Employment and Training Act of 1973.

The project concept was based on a general recognition that arrangements for training and related services are often piecemeal and without full sense of the impact of one element upon the workings of the whole. This effort also represented one reaction to the growing public concern that the social programs started in the Sixties be conducted with a higher order of effectiveness than has thus far been achieved. Support for such human services is in jeopardy because of current community perception about the quality of their design and delivery.

With this as background the San Francisco Mayor's Manpower Planning Council sought to raise the level of public discussion and decision-making for human resource development.[3] The ordinance under which it was established in 1972 assigned it responsibility for "improving the coordination of manpower training

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3. "Human resource development," as the phrase was used in the proposal and throughout this report, is defined as public efforts to assist individuals to attain self-supporting status through productive, nonsubsidized work. It encompasses the services necessary for citizens to realize their potential and become or remain economically self-sufficient.

program planning with vocational training in the public schools."[4] Included, ex-officio among its members, are the superintendents of the public school and community college districts.

The Council is chaired by the Mayor, and his Deputy for Development acts as his alternate. It has demonstrated a concern for the linking of public human and economic development functions. It has provided staff for the Overall Economic Development Plan produced by the City under requirements of the federal Economic Development Act and includes an OEDP Committee among its working units. It has in other ways taken an expanded approach to the community's social issues.

THE CETA CONNECTION

As noted above, the CETA statute was being enacted during the time the project proposal was in development. The new law, especially in its Title I, contained two themes. The first was to provide administrative decentralization with local decision-making. In the shibboleths of the time, it was imperative to "get the federal government off the backs of the local people." Or, "to get the decision-making process closer to where the people are." Local decision-making was an idea whose time had come.

Second, the statute was meant, or so it then appeared, to put an end to what had come to be called "categorical programs" (e.g. programs for youth, in-school and out, for older workers, or exclusively for a distinguishable group). Programs were to be freed from allegedly rigid federal directives, and discretion and flexibility were to be vested in the local elected leadership. Thus Title I, the primary training title of the new act, was termed "Comprehensive Manpower Services."

The new law recognized that CETA was only one more source of total public (and even of federal) financial support for human resource development. Thus, the Act makes prime sponsors responsible for "continuing analysis of needs for employment,

4. Resolution 178-72, Approved March 27, 1972, by San Francisco Board of Supervisors

training and related services" in the locality.[5] The Department of Labor regulations issued pursuant to the statute provide that:

> "...The Planning Council...shall make recommendations regarding program plans and provide for continuing analyses of needs for employment, training, and related services in such areas. Planning councils should monitor all programs under the Act and provide for objective evaluations of other manpower and related programs operating in the prime sponsor's area, for the purpose of improving the utilization and coordination of the delivery of such services. The procedures for evaluating programs not funded by the Act will be developed in cooperation with the agencies affected. The Planning Council shall make recommendations based on its analyses to the Prime Sponsor, which will consider them in the context of its overall decision making responsibility."[6] (Emphasis supplied)

The View Over Time of Planning and Delivering Human Services

A long history of planning *in vacuuo* lay behind this statutory and regulatory language. The terms "vocational education," "vocational rehabilitation," "economic opportunity" and "manpower development and training" are all found, of course, in the titles of several acts. These same areas have been characterized by insular planning and operations. Often this has been encouraged by the nature of the congressional legislation itself. In any event it is a phenomenon on which there is substantial agreement and some concern within the field.

Efforts to do something about the problem, however, have not been nearly so numerous. One attempt to devise a worthwhile response was the CAMPS process. In the long view CAMPS is a notable milestone. Looked at for itself, though, it was not a substantial success. It did surface needed information and in some communities provided a useful inventory of interrelated services. It had to contend, however, with a continuing assumption that its writ ran only to programs

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5. P L 93-203, 93rd Congress, Sec. 104

6. Title 29, Part 95.13

administered by the Department of Labor.[7]

Nor is the early national experience since the December 1973 enactment of CETA much more encouraging. An early survey of The Impact of CETA on Institutional Vocational Education was completed at the end of 1974 by the Office of Urban Services of the National League of Cities, United States Conference of Mayors. It focused on the so-called "5%" funds, those sums available under Section 112(c) of the law. The section makes funds available to governors and thence to prime sponsors with routing through the state departments of education "for providing vocational education and services to participants in programs under this title in accordance with an agreement between the State vocational education board and the prime sponsor." The provision appears from field reports and informal discussions with local prime sponsor and state vocational education staff to be one of the most disputed sections of the statute.

The NLC-USCM report indicates that "CETA is not having an expansionary impact on the numbers of slots and enrollees at vocational education institutions." Such enrollment is only one index of communication and coordination, and it is quite early to be rendering hard judgments. Also, the effectively available funds in CETA year one for some metropolitan areas was less than in the last year under MDTA. Nevertheless, the finding will occasion no surprise among practitioners in the field. The lack of information on the part of both groups about the

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7. For discussions of the CAMPS concept, experience and the cause of its limited effect, see Stanley H. Ruttenberg and Alfred L. Green, The Future of Manpower Planning, and David Rogers and Charles G. Nowacek, Organizing Manpower Delivery Systems in Big Cities, in Robert L. Aronson, editor, The Localization of Federal Manpower Planning, Ithaca, N.Y.,Cornell University, New York State School of Industrial and Labor Relations, 1973

   Also, Stanley H. Ruttenberg, assisted by Jocelyn Gutchess, Manpower Challenge of the 1970s: Institutions and Social Change, Policy Studies in Employment and Welfare, number 2, Baltimore, Johns Hopkins Press, 1970

   And David Rogers, Inter-Organizational Relations and Inner City Manpower Programs, Washington, D.C., Office of Manpower Research and Development, Department of Labor, 1971

workings of the other is common knowledge. The same NLC-USCM report acknowledges this, stating: "(S)ince vocational education has traditionally been state operated, there is a serious lack of knowledge on the part of local government in this area."

The "serious lack of knowledge" is indisputable. It is also debatable that vocational education is effectively state operated. There are, to be sure, state guides, and state plans must be filed, according to the Vocational Education Act (VEA) Amendments of 1968. Program approval requires a state sign-off. Observation indicates, however, that most times there is merely a pro forma review. Local educators talked to in connection with this project could not identify a situation in which the contemplated offering was disapproved by state voc. ed. administrators.

Vocational educators and manpower training administrators do not bring the same referents to a professional dialogue. An earlier, undated report from the NLC-USCM makes this point in an introduction to a chapter excerpted from a study of the shortcomings of publicly funded skill training programs in twenty cities.

> Adult vocational and on-the-job training programs are by their nature significantly different from institutional skill training programs. Adult vocational programs are usually courses, not programs, and provide training in a narrower range of skills than is necessary for employment in an occupation.[8]

The full study published by the National Planning Association observes that

> ...(the) primary purpose of the educational institutions is to offer training, career or academic, (that) of the federal manpower programs is to make a person employable. The latter purpose may or may not involve skill training, depending on...the individual's skill level or "job readiness"..."the educational institutions view all other services as adjunct to or supportive of skill training, the manpower programs view skill training as just one of a range of services which may or may not be necessary to make a person employable.[9]

Congressional Concern with Voc. Ed. Planning

The subject of vocational education planning has been a congressional sore

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8. National League of Cities and U.S. Conference of Mayors Office of Urban Services, Washington, D.C. (undated) Perspectives on Vocational Education

9. National Planning Association, Washington, D.C. 1972, Study of Duplication, Gaps and Coordination of Publicly Funded Skill Training Programs of Twenty Cities

point for a decade. In the 1968 vocational education amendments (noted above) Congress attempted to strengthen such planning. The unfortunate gap between congressional intent and administrative performance is evident in a recent report of the congressional monitoring agency, the General Accounting Office.[10]

In sum, the report on federal assistance in vocation education finds that the congressional requirement of an annual plan has failed to achieve its purpose. The report suggests that such plans are more a matter of form than of substance. The GAO chapter on voc. ed. planning contends:

> --Plans at State and local levels are prepared primarily to comply with Federal requirements, and not used to provide direction to programs or to measure program impact.
>
> --Needs of potential students and communities served by vocational education are not assessed on a systematic, ongoing basis.
>
> --Organizational patterns at all levels fragment responsibility for vocational education and result in independent and isolated planning.
>
> --Advisory council limitations lessen impact on improvement in the planning of programs to meet current and anticipated manpower needs.[11]

These findings lead GAO to provide five chapters of text toward the end that, "Improved planning would better insure that VEA funds are...used in ways which increase their yield, provide services that are relevant to industry practices and are spent where most needed and without undue duplication."

GAO reports that "State plans seldom have been returned for substantive revision, and no state's funding has ever been withheld or terminated."[12]

The report also concludes that State vocational education plans do not reflect any contribution from State manpower agencies. It also notes that "Although VEA requires that local plans be related to the appropriate comprehensive area manpower plan...there was little evidence that this was taken in consideration in developing

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10. The Comptroller General of the United States, Washington, D.C., December 31, 1974, What is the Role of Federal Assistance For Vocational Education?

11. ibid, p. 22

12. ibid, p. 23

or approving local vocational education plans."

The GAO report discusses industry advisory committees, also required by the 1968 amendments. It states:

> Generally, there was no overall advisory committee to reconcile conflicting or competing interests between program areas and educational levels. For instance in one state we visited the legislative analyst had reported that many district advisory committees were merely paper committees that rarely met to advise school districts on vocational programs. The report concluded that "a larger planning base...would be more economical and bring together greater planning resources while still allowing for 'local' influence in plan development. 13

The GAO critique does acknowledge favorably an "attempt...in one State...to reduce fragmented and isolated planning..." It notes that "each community college was required to advise other community colleges and obtain State approval before initiating a new course so that unnecessary program duplication might be avoided." California has such a requirement, and the reference may be to it.

California Experience in Coordinating Vocation Education Planning

In 1969 the California Legislature (AB 1820) divided the state into twelve planning areas for the purposes of vocational education. Using federal VEA funds, the State Department of Education in 1972 financed five "pilot" areas to see if small investments in staff and a representative laymen - educator council could improve vocational planning within such areas (which approximated labor market areas). The experiment apparently has been judged a failure. On February 12, 1975, the vocational education section of the Department decided against any further funding of the "pilots."[14]

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13. ibid, p. 31, that "State" may be California since the State does have a "legislative analyst" who is frequently quoted. The legislative analyst wrote a report in November 1973, finding State-mandated area vocational planning councils and regional adult education councils generally ineffective and urged their merger. Legislation to accomplish this and to try a new approach to legislative oversight and the fulfillment of statutory intent in this regard has been introduced in the California Assembly (lower house) by Assemblyman Joseph B. Montoya (A.B. 1821, 1975 General Session, State Assembly).

14. Reported in "Who Does What?" Duplication, Supervision, Planning in Vocational Education, Staff Report to the California State Assembly Select Committee on the Implementation of Career Education, Sacramento, March 1975. Also supported by statement of Samuel Barrett, Director of the Vocational Education Section to the writer, March 1975

The essential failure of the vocational planning area councils was summarized by a staff member of the San Diego County Education Department who was closely involved in that county's area planning council. He noted that the council was "without teetn. Nobody paid any attention to it."[15]

There had been agreement in San Diego on planning procedures for locally financed public training programs, the federal-local funded Vocational Education Act programs and the county Regional Occupational Program. (CETA had not then been enacted). Although the plan was agreed to its implementation apparently was anotner matter. It has been suggested that one cause may have been the absence of federally provided discretionary training funds.

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15. Statement of Lloyd Halveson, Coordinator, San Diego County Regional Occupational Program, in conversation March 1975

A LOCAL PLAN - ESTABLISHING THE COMMUNITY PLANNING WORK GROUP

Several sets of observations then directed the shape of the 1974 effort in San Francisco to bring about some new procedure for coordinated planning. As outlined in the section entitled "Designing the San Francisco Planning Project" two conclusions were controlling. First, there could not be any substantial reliance on written guides toward coordinated planning, and there were no usable models. Second, the federal system of government and especially the state-local relationship was not close enough to operating reality or rich enough in profess resources to build an experimental planning project on it.

The sponsors set out to build a wholly local model without significant link to other governmental relationships. With the approval of the Manpower Planning Council and the endorsement of its Vocational Education Advisory Committee, the staff projected a local work group -- agency technicians and administrators plus citizen leaders -- as the fulcrum through which the form of a permanent new community mechanism could be developed. In the summer and early fall negotiatio proceeded with three other agencies, and interviews were held with about a dozen civic leaders to see if agreement could be reached on the planning projects's own design, not to mention the ultimate objective for the achievement of which i was being created.

The Other Participant Agencies

The two school districts, the community college district and the public school district, were represented on the Manpower Planning Council, as noted earlier.[16] The college district has perhaps the closer relationship. It operate a quality vocational high school for adults. It also has operated the MDTA skill center under contract with the Department of Labor Manpower Administration's regional office, a relationship that the Mayor's Office of Manpower would now be

16. The San Francisco Catholic Diocese secondary schools do not offer vocational instruction, and therefore were not considered for participation in the project.

taking over as it became the prime sponsor under CETA. The college's adult and occupational division was the presumptive sponsor then for skills center and other classroom training programs. This prospect suggested potential competition with the public school district. The latter had left the adult education field in 1971 when the division of the former consolidated school system left separate districts - college and public school. Later each would acquire its own elected board, thus strengthening the separate identities of the two.

More recently, however, the Unified (public school) District had begun to take advantage of several California legislature enactments which had brought into being Regional Occupational Programs (ROP) and had designated the unified districts of the state as the sole educational authorities eligible to operate them. There was, therefore, an element of potential competition when the two superintendents were approached about the community planning project.

Functional lines and financial connections between the school districts and the city's manpower program ran in two directions and were rather complex. Example: the skills center is partly funded by the college district which underwrites some courses of instruction given there. The manpower office funds other training courses and pays income allowances to skills centers' trainees. Since each organization has a public obligation to provide instruction without cost to eligible individuals each is helping to meet the responsibilities of the other. The college district, however, has some elasticity. It can qualify for additional units of State "a.d.a." (average daily attendance) per student enrolled. This meets a part of its costs: other costs come from local property tax which by state law has a certain ceiling. Some taxing margin below the legislated ceiling remained to the college district at this time. It was much easier for it, however, to look to MDTA (and later CETA) funds for some of its incremental costs. It also therefore retained its preeminent position as the purveyor of adult educational services.

Another example: The public school district had long operated Neighborhood Youth Corps in-school and summer work experience programs with Economic Opportunity Act funds. The district received administrative cost reimbursement. These programs were slated to be consolidated under the direction of the Mayor's Manpower Office as the CETA prime sponsor.

Against this background, the unified school and community college district superintendents each designated two staff members to participate in the work group. The college district designees represented both the city college division and the adult centers division. The former was a campus program offering associate of arts degrees, certificate and semi-professional programs and non-credit instruction. The latter two types of programs were within the ambit of the community planning project. The adult centers division offers non-credit occupational and adult instruction at nine community centers throughout the city.

The public school superintendent's appointees were his administrative assistant and the deputy assistant superintendent for secondary instruction, although the latter appointment was later to change.

The local office of the State Department of Rehabilitation was approached to participate because of the strong role it has in selecting instruction and supportive programs for its clients, the handicapped. The office was not represented on the Manpower Planning Council, a fact which at one time seemed to disappoint it. The unit had a reputation of being strongly supportive of collaborative planning and service arrangements. Its programming relied on cooperative efforts and without them its budget plans would be erroneous and its client service capacity substantially reduced. It depended upon the two school districts to provide much (but by no means all) of the vocational instruction plans it developed in counseling its clients.

Not too long before the start of the community planning project effort the State Rehabilitation agency had been under some pressure to go along in a merger of its functions with the Employment Development Department. Legislation had been

introduced in 1973 which would have combined the two departments. Department of Rehabilitation advocates had forestalled the legislation with a compromise plan for a three office test of the joint EDD-D/R concept and no merger pending assessment of the results from the pilots. Rehabilitation workers generally come from a different discipline than employment service personnel and have developed and are allowed a much more intensive client counseling and service relationship than has ever been customary in the employment service. Rehabilitation agency staff were known to be quite cool to the amalgamation of the two agencies.

The purposes of the project and its emphasis on planning training funds was explained to the Rehabilitation Department local staff leaders. Their response was positive. The district administrator and his deputy both accepted membership. In practice, community planning project participation regularly became the responsibility of the deputy.

A big point was not made with any of the local training organizations about Employment Development Department participation. There was something to be said for EDD involvement in that it still operated a Work Incentive Program (WIN). This program had dwindled greatly in recent months, and WIN training money had almost dried up. There was also the matter of the traditional employment service labor exchange and job market information functions. In this sense the E-S classically had projected the demand side of the supply-demand equation. It was the visible symbol of all that was held to be inadequate about labor market forecasting and about the alleged arbitrary or irrational behavior of employers, their personnel directors and their job specifications.

Training agencies had long contended that many of their problems stemmed from incomplete and/or inaccurate job demand forecasting. They believed that they were unfairly -- and often harshly -- criticized for the slippage between the supply of skills which their institutions turned out and the effective demand for such skills in the labor market.

It seemed that there was little utility in possibly saddling the project early on with this old quarrel. It might well have meant the distraction and diversion of the project, an effort which was already seeming to have much ideological and institutional baggage to carry. Since reality indicated that training agencies were going to have to continue making product decisions in a most imperfect world, in terms of labor market forecasting, supplying a possible whipping boy made little sense for the project.

Yet, presumptively EDD seemed to belong around the planning project conference table. The above pitfalls were perhaps too subtle to explain adequately a decision to begin active project consultations without EDD. The agency's absence occasioned intermittent discussion. The argument that the supply side had to "get its own house in order," as it were among the purveyors of training services, was never wholly accepted by some work group members. There may be some merit to the building block approach to cooperative vocational education, manpower training, rehabilitation services programming. It was difficult, however, to maintain that position among those who wanted immediately to have dialogue between the suppliers and the demand forecasters. And in fact as the planning project format gives way to a now agreed-upon operating mechanism, the Training Interchange, the employment service and its LMI unit are included.

EDD inclusion makes sense now when some underbrush has been cleared away and some progress made toward common referents and similar assumptions -- but it did not appear to when the trainers and the underwriters of training were trying to learn to talk and think together.

Thus, at the initiative of the manpower office, CETA prime sponsor, three other public training organizations agreed to participate in a dialogue on vocational training issues. In the early months of this dialogue it was to become apparent how vague and inconsistent were the assumptions of group purpose which each agency brought to the discussions. Here were four organizations not publicly accountable

to the same constituency except for the total electorate by whom their public bosses were chosen. The manpower office acted for the mayor, the two school districts each had its own elected board, the rehabilitation agency was headed by a State director who was a gubernatorial appointee. With no one person or set of persons to order participation, only a positive perception of institutional self-interest could assure it.

The federally-funded manpower program was about to be entrusted locally to the mayor, and the three organizations had had access to similar monies under the former ground rules. Clearly this gave the manpower office some standing. Also the invitation to participate was to something which was unassailable -- the cause of effective and efficient programming free from the twin bugaboos of "duplication" and "gaps."

In assessing the prospects for real communication within the planned group, one possible solution to the problem of sterile dialogue suggested itself. This idea was to include in the group a limited number of citizens. Including the unaffiliated community, citizen leaders with a stake in quality training and efficient use of scarce public resources, was an attempt to open wider the channels of communications. Informed and articulate lay persons might by their presence and manner promote a better focused effort at communication.

In fact this is substantially what happened. After some weeks of sometimes strained efforts at conversing, agency members developed the knack of describing tneir work and their concerns, their institutional and personal interests in ways which lay persons could understand and appreciate. Crucial to this development was the staying power of the lay members. After five or six meetings they may have had some reason to wonder why they were summoned and why they had accepted membership in the work group. Perhaps it was during this time that the group passed through an organizational crisis without knowing it. But it appears clear in retrospect that things did not begin to "move," and conversation become really

purposeful until about a half dozen meetings into the experience.

The expectation that the lay participants would remain and would by their presence represent an implicit demand for more meaningful discourse was factored into the design of the plan. But the reasons that it did take place and that the lay members did "hang in there," are not entirely clear. It may beg the question to suggest that it was merely fortuitous selection of the citizen members, but there is now no more refined analysis. Clearly, the citizen members of the group are due great credit for their persistence, for their efforts to be non-threatening, and for their display of a willingness to take time and learn about some of the arcane matters with which the agency members regularly dealt.

The Citizen Members

The design for the community planning work group was approved in the summer by the Manpower Planning Council. From this time to completion of the group roster three months elapsed. The citizen member selection process was a complicated and delicate task.

To begin with the number of members had to be quite limited. To invite a relatively few citizens to join the otherwise professional staff member group was presumptuous enough. To appear to load the group with "too many" public members would invite defeat at the outset. This could occur through agency members merely freezing up and deciding to ride the thing out until by some circumstance the effort ran its course.

The sponsors settled on a limit of five citizen members. Actually when the group was complete there were six. Developing a representative group with so few individuals is difficult and perhaps impossible in any large metropolitan center -- and certainly in San Francisco with its many ethnic and racial subcommunities. There could only be a stab at representativeness; beyond this one trusted to good fortune. This is not an infallible plan for success. It was merely the less unsatisfactory of two choices. To have assembled a truly representative group,

without trying for a mini-United Nations, would have meant 15 to 20 members. In such a setting continuity would have been difficult; cordiality, good will and the growth of trust would be impossible. Some may criticize this planning effort for elitism, and this is not a criticism to be taken lightly. One can merely respond that the tenuous measure of progress which the group achieved after its first three months of meetings and the fragile social compact which kept the members attending suggest that the whole effort would have collapsed under any larger gathering which required organizational posturing on the part of agency representatives and civic group spokesmen.

The citizen members were also a buffer. It is not that they were positioned between those who might otherwise rub together with friction. Rather, by their presence, and probably by their personal styles, they introduced a tone to the functioning of the group in which reaching out for accommodation and finding the path of good will seems natural and appropriate.

Again, the citizen members represented the concern of the general and unaffiliated community for a more rational plan of service. Citizen members were chosen from among persons with several types of community perspective. They are individuals with public standing and without a partisan stake in the distribution of public resources for training. These are persons whose vested interest is in the total community program and whose positions enhance civic respect. Several of the citizen leaders informally invited to participate are representative as well of the consumer community, especially that part of it with a particular concern for effective service. Others also represent a mix of professional expertise and insight and identity with minority community needs.

Pitfalls to Avoid in Selecting Citizen Members

There were several pitfalls confronting the sponsors in selecting figures in the community for membership in the work group. They had to avoid approaching persons who were either lacking in sufficient stature or so highly placed in the

mystical community power structure that this leadership task, however significant within its own context, would not meet their own implied standards for participation.

It was necessary to avoid the trap of "delegation and designation." The project required the continuity that only direct involvement could assure. It was not a situation where membership could be accepted, and then an alternate regularly provided.

The project sought to avoid the current corporate phenomenon of the impressively titled "house man" on community relations problems. Such persons perform important functions within their organizations and in the community on intergroup, community and eleemosynary relations. Their designation, however, to "sit" on civic boards and committees carries its own message about the nature of the organization's interests in the subject matter. As their institutional function is perceived, so is the range of the subject activity defined.

The project needed to avoid being labeled as a special or separate organizational service for a deprived sect. If its purpose was seen as one more "what we are doing for them." it was doomed to second class status -- and failure. Its recommendations would likely receive scant agency attention.

In this connection the project was fortunate. For the most part its members, by personality and corporate or organizational function, conveyed an image of relevancy to the project's purposes and some measure of job-relatedness to training and to tne problems of institutional coordination.

The citizen members include an employee development specialist for a world renowned bank, a training executive for a major utility, the retired director of a community trust, an educational consultant with former service both in the public schools and in the employment service, and an activist minister with a prior record of service in community educational and social service fields. One member is an elected board member of a school district. Several are women, and several have minority group identification.

The chairman of the community planning work group is a business executive, head of a national women's apparel manufacturing concern which has instant name recognition. His firm is generally known for its commitment to community concern. His own record includes volunteer services on behalf of several disadvantaged or handicapped groups. His personal record assured the participating agencies of a neutral and open approach to all questions. His organizational experience allowed him to act as a reassuring influence upon group members. A low-keyed style contributed to relaxing occasional tensions, and an evident style of fairness several times took the edge off individual anxieties. But perhaps his most useful trait was patience, the quiet conveying of the impression that he was prepared to preside over the group and work to assure member attendance for whatever length of time was required to reach an acceptable level of progress.

PHASES IN THE LIFE OF THE COMMUNITY PLANNING WORK GROUP

The second stage had been reached in the community planning project - a working group had been created. More time had been consumed in reaching this point than had been budgeted. Most citizen members had been selected before the chairman was designated, and this was an inappropriate chronology. The pace of events forced this upon the project's sponsors. In retrospect, it would have been more useful to settle upon a chairperson first and then in consultation with him or her go on to fill most carefully the few citizen seats which were available. In the summer and early fall of 1974 scheduling demands simply did not allow for this sequence.

The community planning work group was staffed by a federal employee, a Department of Labor staff member on an Intergovernmental Personnel Act, (IPA) detail to the city manpower office. He and the agency's director represented it on the work group. The manpower office served as the secretariat for this group, and it was clearly perceived as the source of the pressure to develop some form of coordinating procedure.

The work group's first meeting was in late October. During this first meeting it became quite apparent how varying were the views held by group members on its purpose and scope. Many one-to-one sessions had been held with members of the group. This was especially true of agency members. It was still evident that the objectives which the project sponsors envisaged for the planning group -- the development of an ongoing procedure for the exchange of proposed annual operating plans, with opportunity for review and comment -- this was not broadly understood within the group. These problems of definition and of range of interest continued through the first four meetings. The differing conceptions of the group's concerns and objectives then held by its members included:

1. That this was some kind of new and additional advisory group on the use of CETA and only CETA funds.

2. That this was an attempt to assess the market for public training services. However, since this market was seen as somewhat undifferentiated as to the needs of elements within it, the scale of the necessary public response to this need could not accurately be determined. But, apparently contradictory to the foregoing, the types of training services provided the local population are so varying in method and in statistical arrangement that it is not possible to construct a set of common measures to aid in the comparison of the several kinds of public investments being made to serve the local training population.

3. That the project probably represented a well-intentioned but perhaps naive attempt to force an analytical matrix called "planning" on that which was not in fact planned. This construct denied that the act of apportioning funds among the sources of many demands upon those funds was properly termed "planning."

4. That a more proper agenda for the group was the whole network of "soft goods" or human service activities in the community (e.g. health, education, the criminal justice system, skills training, job placement, welfare and child care and housing); that the appropriate concern for the group was how the individual first made contact with the system, and then was routed within it, and

5. That the final key to the dilemma the community was said to face--people without needed skills or suitable motivation and some jobs, assuredly going begging at the same time; that the key to this was somehow to clear up the fuzziness on the labor demand side, to in some way get reliable labor market forecasts to the educational community, forecasts which were reliable and which would somehow hold firm until the schools cranked up and turned out the needed skills.

It required four of five of the group's bi-weekly Wednesday morning meetings to work through these suggested agenda items. Some came to be seen as peripheral to the group's stated purpose or as attractive but unmanageable alternatives to that purpose. But others hung on and were repeatedly advanced as the true agenda. This, in fact, persisted almost to the concluding meeting of the planning phase. And as to the resolution of this matter -- it can only be said that the chairman's patience and the persistence of the project initiators and some other members brought the group back and held it focused to the objectives which had been announced for it at the outset.

The problem of defining the work group agenda had added to it another, more awkward problem. The leadership of one participating agency had wavered on the matter of agency representation on the group. After one designee had been chosen to represent the agency, its executive, apparently on receiving internal pressure, rescinded his choice and made another.

The handling of the matter left some ill will and confusion. For an extended period this agency was incompletely represented. The other of the agency's two representatives was not in a position to contribute fully to the developing dialogue. The gap in agency representation became more evident when the work group progressed to the point where the training agencies were submitting accounts of their vocational training programs and their methods for planning or revising them (see below).

Most members of the work group had not been aware of the difficulties within the one organization. When the group's processes moved to the point where the gap became awkward, the problem surfaced. The response of some group members suggested that perhaps more cohesion had been attained within the group than had formerly been recognized. The dominant feeling seemed to be that a common investment had been jeopardized by one agency's handling of its own problem. Members asked the work group chairman to present their concerns to the involved agency and try to obtain more adequate participation by it.

The organizational problem of which this episode was symptomatic was never really resolved during the period in which the work group moved through to a successful conclusion of its mission, and perhaps it could not have been, given the internal stresses in the one agency. Since the project was completed and this report was first drafted, this agency has had a change of leadership at the top and has promised wholehearted participation in the Job Training Interchange which the work group brought into being. The incident is instructive, however, because it seems that the incident was an unnoticed assist to group processes. It was as if, faced with a threat to its continued functioning, the group decided that what it had embarked on -- and sometimes skirted -- was worth having and worth working to save.

Summing up the Work Group's First Phase

The first phase of group activity involved a groping for role, a searching for a common definition of objectives and some agreement on group methods. Agency members generally asserted that they were familiar with the programs and processes of the other participating organizations. They also continued to assert that planning was the mere accretion of new program services to what was presently offered and continued to be offered. Yet at other times it was stated that there was a way to drop unproductive or no longer needed programs, and that, no, a program once in place did not have to go on forever. But it was acknowledged that tne investment in facilities and in staff -- and the political strength of the latter -- made it very difficult to drop program offerings.

Over all this came the theme -- that the agency participants around the work group table did not really do the planning -- that planning was somehow the work of top executives and elected boards. The work group was never able to close on the issue of what was planning -- of the relationship between the professional recommendation and the policy making selection from among alternatives. How these choices got before the policy makers and the role of staff in shaping the outcome,

tnis was never finally come to grips with and resolved. But since there was an eventual decision to continue and to establish a continuing mechanism which will circulate agency plans before their adoption by their policy making boards, the matter has been implicitly resolved, at least until it is time to call for -- and receive -- the first set of plans in process.

There also was a corollary theme present throughout the self description of agency training programs during this first phase of the work group's experience. Tnis theme implied that the educational institutions were passive providers of training services responding largely to the initiatives of others. This is a kin of cafeteria line image of public training services.

Tnis perception, of course, does not represent a totally erroneous image of the training institutions. It is their role to meet expressed needs. There are two difficulties with this account. First, it is too self-effacing; it does not do justice to the deliberations and judgments of educational administrators. Second, it is not quite responsive to the issue presented by the work group. Tha is, how does an organization participating in an interconnected system accurately receive, absorb and respond to information and preferences from other elements in tne system? Tnrough what channels, with what factors shaping the outcome? How may those who are affected by the outcome play a part, however advisory, in shapi the response or contribute their best judgment to the complete plan of service?

Surveying tne Local Social Service Scene

This first work group phase was concluded by a decision to review the local social service network, especially as it related to identifying those with particularly intense needs. How the work group came to agree upon such a descrip survey as its next order of business is an interesting example of group processes Tne early meetings tended to drift into discussions of the particular problems of certain representative persons with training needs or with some special call upon the community's social service system, a call which, in the teller's view, was not

being adequately responded to.

Predictably, these accounts were inspired and dominated by personal associations - an acquaintance's experience. Before too long these accounts of slippage in the system led to suggestions that the group become better informed on now the local San Francisco social service system worked. Particularly the members were concerned with how the individual or family with intense or urgent needs made contact with the system.

There was some discussion as to whether this topic was within the group's scope of concern. Most members believed that before they were going to be able to deal knowledgeably with the fit among training agencies they had to learn more about the overall system in which this subsystem functioned.

Accordingly, several meetings were given to accounts from persons involved in welfare and child services, in job development and in supportive services for students. This discussion led to a general conclusion that the system functioned if at all well only if the client knew how to use it. From this judgment came the suggestion for a new public service function -- an advocate or agent to help the individual understand the system and assist him in working his way through it. At times the suggestion sounded like the state employment services' job agent program, tried in California from 1969-1971. This new advocate, however, would have responsibility broader than training, placement, and the related services necessary to secure employment. It was perceived more as a more broadly informed helper-counselor.

The idea was not lightly laid aside by the work group. Some members continued to wish to examine its practicality. For a time it was suggested as an explicit group effort. It was agreed, only with reluctance on the part of some, to lay the proposal aside in the interests of moving ahead with the group's original concern with the planning and informational arrangements in the public training field.

Rationalization and Growing Trust

These pre-occupations and definitional questions may seem to some an avoidance mechanism or as the product of inadequately focused thinking. Up close and with the advantage of some months of experience, they seem more the product of a need to build trust. Such building appears the main product of the first six to eight meetings. In a sense perhaps, this was "what it was all about." Perhaps if it had not been questions of "are we really planners?" or "who really determines what our organization offers?" If these had not consumed substantial amounts of early meeting time, it might have been necessary to invent other topics.

It seems also to have been necessary to define the work group's proper turf and to acknowledge implicitly that turf to which it did not lay claim. This is not to play down the worth of some of the ideas which occupied the group during its formative periods. Rather it suggests they also served a purpose beyond the rendering of factual accounts and the assessment of what was perceived as a new service form. They were the conversational mortar around which some testing took place, and some trust developed.

In recent weeks several persons have suggested that the work group would never have become a viable forum without the dual elements of the CETA funds being at the disposal of the Mayor's Office of Manpower and the presence of the citizen members. If this is accurate then this early period was very much a shakedown cruise. Members came to know each other. Agency members assessed public members. Citizen members began to sift through the arcane stuff of which the public business is made. The chairman sized up his group, and it became more comfortable with him, probably coming to feel protected by him.

Beginning to Deal With Program Planning

The Community Planning Work Group began to focus on agency programming and planning soon after the first of the year. By this time it had been meeting in alternate weeks for almost three months. Several public members had become restless.

One gave voice to his concerns, openly questioning the resoluteness of the group. The citizen role which had been factored into the group was manifesting itself.

A staff timetable offering written benchmarks against which the group's progress could be measured was ignored by the group. A chart which attempted to position the agencies and the work group in order to increase the understanding of the latter's role drew little attention. What did draw response and some member approval was a list of questions on agency programs, services and planning procedures. Several citizen members endorsed this as a way of getting a handle on the subject matter.

Four types of information were requested in the questions:

1. What are your present agency programs and services for those sectors of the community with particularly intense needs for training and related services? What kind and what amount of public support currently goes into such activities?

2. In what way are such programs and activities currently undergoing review and/or change?

3. Provide the work group with some sense of the who, what, when, how and why of your agency's planning processes -- from initiation to adoption.

4. In what specific and tangible way can this group, or any of its members, better enable you and your agency to meet your personal and professional objectives (other than arguing for funding increases)? How do you see this group effort contributing more to the improved functioning of training and related services?

The preparation of responses by the staffs of the four agencies was given serious attention. Generally, the material provides a revealing profile of the program services and planning systems operating within the agencies. Consolidated into one spread sheet, the information provides a basis for examining comparative

processes. (See Appendix A).

The responses to the January request required five meetings to complete agency presentations and subsequent discussion. As the dialogue moved through reply memos and charts it became evident that the group had indeed progressed to the point where matters once perhaps perceived as threatening now could be discussed without discomfort. This new phase itself probably established in the minds of most, if not all, members that conversations on awkward organizational matters could successfully be accommodated within the group setting.

The presentations rather than actually threatening most agency members seem to have provided a welcome opportunity. They had a chance to describe their work and how they believed they contributed. And, as well, the frustrations and limitations with which they had to contend. It was a useful exercise for at least several reasons.

What Did the Agency Responses Indicate?

An estimate was constructed of the level of public investment in the training and other economically focused service to San Franciscans with special needs. During the last year for which figures were available (generally FY '74) more than $21,000,000 in public funds (federal, State, local) was spent to serve perhaps about 44,000 local residents who had more-than-average-need, a greater-than-normal-chance-of not "making it" economically. These individuals were provided language instruction, basic education, vocational education, skills training (learning on-the-job and through classroom teaching), employment guidance and career counseling, some equal opportunity advocacy service, physical treatment and restoration, some occupational tools and equipment, job development and placement services and some short-term income maintenance.

In these areas and not including general education, the four major training and related service agencies spent the following sums to train, sometimes equip and occasionally provide prosthetic devices and related services to eligible San

Franciscans. This includes direct staff service and contract services through other providers.

Unified School District	--	$3.80 Million
Comm. College District	--	$5.62 Million
Dept. of Rehabilitation	--	$2.98 Million
Mayor's Office of Manpower	--	$8.73 Million
Total	--	$21.13 Million

(Figs. FY '74 for all but the Mayor's Office of Manpower which is FY '75)

Of this sum the three major public treasuries contribute the following amounts:

Federal	--	$12.38*Million
State	--	$ .63 Million
Local	--	$ 8.12 Million
Total	--	$21.13 Million

*(Of the federal sum, CETA funds = $8.73M.; VRA, Social Security Trust Funds, Supplemental Security Income, special ex-offender and alcoholism funds = about $2.6M; and VEA funds = $.966M.)

These estimates almost certainly understate the value of public service. They include only those services provided by the relevant parts of four organizations, the Unified School District, the Community College District, the local office of the State Department of Rehabilitation and the Mayor's Office of Manpower. For the first two (USD and CCD) this estimate is somewhat arbitrary. Only those activities which are immediately apparent as training services are included. There are other services, related or preparatory, which probably swell the total considerably. The figures also include the total budget of the local office of the Department of Rehabilitation (staff and service costs) and the total Title I (manpower development and training) funds of the Mayor's Office of Manpower, central staff costs and overhead as well as direct training costs. The figure does not, however, include the public service employment (subsidized wages) budget.

Information on planning processes was not as specific as that on programs and services. It indicated a considerable range in the number of procedures, sources of planning initiatives and the time-line experienced by each agency. There was,

however, some commonality in the planning calendar of the four organizations. Generally, planning occurred during the first six months of the calendar year. It was evident that the range of choice in planning for new programs was rather limited. Program plans generally begin with what is now, what has to be included and concludes with an effort to add items of particular appeal to the planner or to administrators.

The educational agencies perceive a special constraint to start with in investments in plant and equipment and firm requirements as to tenured personnel. The rehabilitation agency, at the local service level, views itself as having little impact upon the design of the State plan. It does have, however, substantial service funds which can be blended with other resources.

The greatest degree of apparent discretion rests with the CETA prime sponsor, the City's Office of Manpower. An articulate constituency of service deliverers does limit the effective options of the agency staff. It is possible, however, to change the service delivery methods of these contractor-agents. They do not bring to their task the same scale of fixed costs which must be amortized through continuing (if not always necessary) usage. The challenge here is to assure that the form of service is not merely retitled and allowed to remain substantively unchanged.

There was also much contrast in the data source materials used by the agencies. There is an apparent need for the adoption of common referents and a common source document to which all agencies would turn for guidance in addition to the varying materials they have used in the past.

Impact of the Programs and Planning Chart

Dealing with the information on the programs and planning procedures chart appeared to bring a new aspect to the life of the work group. Members were looking at a readout of their own organization's functions and their roles in it. The first run through of the information on the chart produced some modifications of the

material which was displayed on a large spread sheet. As members saw the written answers they had supplied and related them to the questions and to the responses of others, they offered corrections. The process particularly intrigued the citizen members. One of them volunteered to have his firm reproduce the edited chart on its photocopy equipment. Members were provided their own copies.

It was soon evident that the chart was important beyond the data it provided. It made it possible to obtain a visual impression of the agencies' place in space, as it were, within the training community. Comparison among agencies became more manageable. The arcane seemed fathomable after all, even if the procedures in some instances may have seemed awesomely complex and cumbersome.

The chart probably helped establish for the first time that what the project and the work group were all about -- was doable. Until then it was certainly possible to surmise that the conversations around the meeting table would just go on until the participants were frustrated or exhausted and implicitly, without ever discussing it, would just discontinue their efforts. Now there was some structure to the whole matter, and the work group experience perhaps took on a seriousness greater than it had had before.

This firmness of purpose was further supported at the group meeting which followed the editing and distribution of the programs and planning chart. The chairman reported that he and several other citizen members had lunched together. They had agreed among themselves, he said, that 1) this effort was indeed worthy of their time, 2) all they heard had satisfied them that there was inadequate communication among training agencies and inadequate knowledge by any one of them about what the others were doing, 3) there was a need for a continuing dialogue as well as a regularized system of information exchange on programs in operation and plans in process, and 4) they were sufficiently convinced of this need so that they were willing, if necessary, to undertake to raise foundation or private funds for such a service. This last, the chairman said, if the agencies agreed as to the need.

Several agency members quickly agreed with the assessment of the citizen's group. Others doubted that the need was substantially present, and, if it was, that some kind of interagency mechanism would effectively meet it. From this point on the work group discussions were characterized by this double view and the resulting postures of two groups of members. The larger group took a strong stand arguing that the work group's own discussions had surfaced enough instances of services and programs that were out of synchronization or inadequately aware of what one could bring the other to warrant some new effort at linking them. Others were unwilling to acknowledge the need and were slow to accept that some new venture would be more than another burden, another set of forms to fill out.

Those who were cool to the creation of a new interagency service were somehow never quite able to say to the proponents of this idea: "No, it is not needed; let's pack this in." Their position shifted over the course of several meetings. Soon it became a view that while one or perhaps two agencies had no notable informational need about the others that was not being met, if others believed that there was an information problem then that belief alone was enough to satisfy the first agency that it too had a problem, a problem in how it was perceived by and was relating to the others.

It was pretty much on this foundation that the agreement concluded in July to establish a Job Training Interchange, was based. The holders of the second view restated their position to say that, "Well, if you think there's a need, okay, but let's keep the informational procedure simple and free of any burdensome obligations." Those holding this view were also unwilling at this point to agree to any funding responsibilities or in fact to "authorize," as it were, any solicitation of funds which implied that it was on their behalf. This had the effect of setting aside the citizen members' offer to promote private funds, although at least one "proposal" has informally been laid before the policy making officers of a corporate foundation.

Negotiations and the Outcome

In late April and again in early May, the work group received from the project staff person draft procedures for a consultative mechanism. These were titled "San Francisco Community Training Forum and Interchange." For several meetings the draft statement was talked around, without the group ever moving into, and remaining on, a give-and-take about the particulars of the statement itself. With summer and the attendant meetings problems soon to be upon the group the chairman moved to try and bring the discussion to closure. This skirting about the matter could itself lead to stalemate and perhaps disillusionment. Once again, the chairman was politely prodded by several citizen members who could not see how the delay could be justified. The need was amply present to them and the procedures proposed seemed to have some chance of improving things. They struck a posture of studied impatience. One of them noted again that one reason for the procedure, any procedure, was the Mayor's Office of Manpower real need to know where it should place its classroom-type training money and that it could not be expected to go on making investments without adequate knowledge.

The chairman telephoned several members who were still rather cool to formalizing a procedure. He asked them to meet with another agency's member and with the work group staff person to try and find some common ground on which an acceptable procedure could be fashioned. They agreed to try, and such a statement was written and informally agreed to in late May.

The early May draft and the late May statement which the work group adopted differed from each other in two significant particulars. The first drafts had indicated some funding commitment by the agencies. This would take the form of services in-kind, office space (a Department of Rehabilitation offer), or a willingness to endorse an appeal for interim funding from foundation or corporate sources. Also the early drafts included as within the scope of the new Forum and Interchange a concern for the relevancy of skills training courses with industry

occupational trends and an examination of course content for its compatibility with industrial practices.

Those skeptical about the whole draft procedure now were firm that they could not make any financial commitments or in-kind support offers. In an effort to meet their objections and win their support, it was agreed that the Mayor's Office of Manpower would provide staff support through a combination of CETA program administration funds, CETA Titles II and/or VI public job slots plus an appeal to the Department of Labor for small additional sums under the research and development grant. This meant a budget underwritten by two agencies, the Mayor's Office of Manpower and the Department of Rehabilitation with no official acceptance of the potential foundation/corporate approach. It also meant that the financial and implied administrative role of the Office of Manpower was greater than that office would have wished.

Throughout the entire work group experience the intentions of that Office were probably suspect. It was the "new boy" on the training "block" with a lot of seemingly loose change in its pocket with which it might be accused of trying to buy favors or friendship. The office's representatives for that reason believed a financially detached forum or one based on multi-funding sources might attain a greater degree of independence -- and therefore credibility -- which would be valuable to its long term success. But, for the time being, this was not to be.

There was another issue on which the position of those more in doubt of the wisdom of the whole enterprise was accepted. This was the matter of the relevancy and content of institutional-type training. They argued that this was already handled by occupational and trade advisory committees to the many individual training programs they offered. The response was that it could not hurt and might in fact help if representative figures from local industries and businesses were brought together around a "Forum" table occasionally to take a renewed look at the compatibility of training trades and industrial practices. But this was perceived

as impinging too much on existing agency efforts, and it was laid aside.

These agency members also argued vigorously for the inclusion of labor market forecasting as a prime subject of Training Interchange concern. The draft statement included reference to an invitation to participate to the State Employment Development Department through both its line operation and employment data and research units. These members, however, wished to see this reference broadened to include labor market data from both the governmental and private sectors. This was done, and it reflects their abiding belief that a failure in market forecasting remains one of the greatest barriers to their institutional success.

What remained then in the package which the work group adopted as the basic statement for the "San Francisco Community Training Forum and Interchange"? (Appendix B).

1. an informational bank containing information on training programs, a compendium staffed and readily available to the participating agencies at their own initiative.

2. an exchange point through which agency training plans for future periods are received and distributed for review and comment by the other participating agencies, at the initiative of the Interchange staff.

3. a place for community dialogue, a forum, on the issues and concerns around local public training programs, their use and their relationship to the working world and to current labor market information; a vehicle through which perhaps greater employer and trade union understanding and support of local public training agencies, their problems and their methods, can be achieved.

The staffing of the operation which will attempt to accomplish this will be provided through the resources of the Mayor's Office of Manpower and be administratively accountable to it. Such staff will function in collaboration

with the members of the Training Interchange. This group of agency and citizen members will, as before, continue to meet regularly. Where, during the life of the Community Planning Work Group, meetings were bi-weekly; meetings of the now named Job Training Interchange will be on a monthly basis. The agenda will be shaped by the chairman with staff, announced always in advance. Agency membership will be two staff persons and is expected to be those who can speak authoritatively for the agency head. Citizen members will number six to eight. These will be individuals chosen for their personal relevancy and suitability and with secondary consideration to their business or organizational affiliation. Initially they will be the citizen members of the Work Group and those additional persons nominated by a member of, and selected by, the total Work Group.

This then is where the public record stands on community planning for human resource development in San Francisco about one year after this project was commenced with the hoped-for objective of "determining whether and how local manpower planning and resource can be linked reasonably and usefully with planning and resources in related areas of human resource development" (e.g. vocational education and vocational rehabilitation).

As in so much of human endeavor this juncture point is not a conclusion but rather a commencement.

(Information is for F.Y. '75 unless otherwise indicated)

(Text, based on material supplied by agency staff members, has been edited for purposes of comparability among organizations. It does not have official standing and is intended only for the informational purposes of Work Group Members.)

APPENDIX A

COMMUNITY PLANNING WORK GROUP

PROGRAMS, SERVICES AND PLANNING PROCESSES OF FOUR PUBLIC ORGANIZATIONS PROVIDING CERTAIN TRAINING AND RELATED ASSISTANCE TO SAN FRANCISCANS

SUBJECT OF INFORMATIONAL REQUEST (Re: Programs, Services, Planning Processes)	SAN FRANCISCO COMMUNITY COLLEGE DISTRICT		SAN FRANCISCO UNIFIED SCHOOL DISTRICT	CALIFORNIA DEPARTMENT OF REHABILITATION	SAN FRANCISCO MAYOR'S OFFICE OF MANPOWER CETA PRIME SPONSOR
	Community Center (Re: Adult and Occupational Instruction)	City College (Re: Training in Semi-Professional Fields Degree and Certificate Curricula)	(Re: Career and Occupational Preparation "Vocational Education")	San Francisco District Office	(Re: Title I, Comprehensive Manpower Services)
Programs and Services Relevant to the Area of Group Interest (Including Approximate Number of Individuals Served)	Occupational Training Instruction delivered thru Nine College Centers in seven major areas Agriculture Distribution Health Home Economics (Gainful) Office Technical Trade and Industrial (Cooperate in some ROP offerings) —Served 20,000 individuals, F.Y. '74, (unduplicated count - F.Y. '74)	Occupational Training Instruction at campus site and at Centers of credit courses. Certificate and Degree programs of from one semester to two years (approx). (Areas as at left.) (Served 9,781 individuals, F.Y. '74, unduplicated count)	Occupational Preparation in high schools; pre-vocational in junior high schools (Includes one trades high school and VEA-mandated service to handicapped and disadvantaged). Also Regional Occupational Programs (ROP) with separate funding provisions, for out-of-school youth 16 & older and adults (Some ROP offerings cooperatively arranged with CCD/Centers Division)	Services for Disabled. Through direct provision and also purchase of services: Evaluation Vocational guidance and counseling Skills training Physical treatment and restoration Economic resources Occupational Tools and Equipment Placement Client Follow-up (Through purchase of Cooperative Arrangement) (Both direct service and referral)	Manpower Training & Development Classroom Instruction On-the-job-training Work experience Affirmative action (EEO) including job development and placement Delivery of Services is through sub-contractors (Supportive services may include: Allowance Payments (Income Maintenance) Child Care Transportation Costs Some health care
Approximate Amount of Public Resources Used for These Purposes in last F.Y. for which Figures Are Available	$1,900,000 (F.Y. '74) (Does not include Skills Center costs. Fig. included in MOM total)	$3,721,000 (F.Y. '74) (for occupational training and related admin. costs)	Served 10,792 youth F.Y. '74 (Unduplicated count) (H.S. 7,013) (Jun. H.S. 3,779) $3,799,792* (F.Y. '74) *(Does not include $362,000 CETA Title I, for in-school youth. Fig. includes in MOM total) (for occupational instruction & related admin. costs, inc. trade	Initial Service to 1,380 persons,* Positive Terminations: 809 F.Y. '74 (*Some service plans may be for more than one yr.) $2,977,500 (Total) (Includes: ($1,668,500 (Admin.)* ($1,309,000 (Case service) * "Administrative" includes direct staff costs, rent supplies, equipment and a pro rata share of State office overhead. It should be noted that direct staff services to clients, e.g. vocational guidance and counseling, testing, placement and follow-up appear as "administrative"; this is a broader meaining thatn commonly meaning than commnnly subsumed under "administration".)	Service Estimate: 2,100 persons in "yearround components (Includes 500 in-school youth in work experience but not 5,000 youth in summer work activities) F.Y. '75 $8,300,000 (Direct Title I) 463,000 ("5%" Voc. Ed.) $8,763,000 Total (Includes estimated $2,000,000 for allowance payments, and approx. $600,000 in wage subsidy and related support payments) F.Y. '76 (Anticipated) $7,200,000 (Direct Title I) 250,000 ("5" Voc. Ed.) $7,450,000 (Total, Est.)
Portion of Total Federal State Local	Up to $563,000, VEA (in CCD General Fund) None Balance of Sum		$ $ / % $402,598 11% $333,000 8% $3,064,000 81% (Fed. = VEA)	Approximately 90% of client service funds are federal. There is a 4:1, federal-State sharing on Rehabilitation Act Funding. Other client categories are 100% federally funded. (Only other "funding" sources are "in-kind" service contribution by cooperating agencies, public and community or quasi-public).	(All federal)
Major Changes in Programs & Services	Occupationally focused courses growing part of Centers' Offer-	City College budget down somewhat. Coupled (clinical-crass-	Further Expansion in ROP	Emphasis on serving more severely handicapped, but pressure on number of "rehab-	CETA Title I Funds to decrease, effectively, 20% (90% of F.Y. '75 base, not counting

Federal State Local	Up to $563,000, VEA (in CCD General Fund) None Balance of Sum	$402,598 11% $333,000 8% $3,064,000 81% (Fed. = VEA)	There is a 4:1, federal-State sharing on Rehabilitation Act Funding. Other client categories are 100% federally funded. (Only other "funding" sources are "in-kind" service contribution by cooperating agencies, public and community or quasi-public).	(All federal)
Major Changes in Programs & Services Being Considered	Occupationally focused courses growing part of Centers' Offerings. More open entry & short term curriculum City College budget down somewhat. Coupled (clinical-classroom) instructional model in health care. Course in Court Reporting **The Downtown Center**	Further Expansion in ROP	Emphasis on serving more severely handicapped, but pressure on number of "rehabilitations (positive closures)" Limit on further inter-agency cooperative agreements	CETA Title I Funds to decrease, effectively, 20% (90% of F.Y. '75 base, not counting extra, '75 funds) Need to reduce administrative costs, improve service delivery performance, selecting among present providers & new applicants
Drafter(s) of That Portion of Agency "Program Plan" for Next Year Relevant to Area of Group Interest	**I) ROUTING OF NEW CURRICULAR IDEAS** **New Courses or Programs** **Comm. College Centers** (non-credit) **Input:** General Public, Students, Center Advisory Committees, Program Adv. Committees, Faculty, Center Directors, Admin. Director. **City College** (credit) **Input:** General Public, Students, Occupational Program Adv. Committees, Faculty Administrative Dean. **2. INSTITUTIONAL DEVELOPMENT** (Major Curriculum Changes, Physical Facilities Administrative Matters) **Comm. College Centers** Faculty & Admin'tors Ass't Chancellor **City College** Faculty, Department Heads, Administrative Staff, College President **Physical Facilities** District Facilities and Planning Office Business Manager	Staff Within Divison of Career and Occupational Preparation	S.F. District Office from Guidelines Provided by State Office (esp. staff Executive Committee Local input limited based on statistical data	Director Operations Chief Management Information Systems (MIS) Chief Youth Services Chief Fiscal Officer/Public Service Employment Chief
Program Information, Date Sources Commonly Used	Occupational Forecasts, Standard Works, **Occupational Outlook Quarterly and Handbook** Calif. EDD **California Labor Supply and Demand**	State Dept. of Education Advice Occupational Forecasts, Standard Works Opinions of Local Trade Advisory Committee	State Central Office Computer Runs of Client and Service Characteristics	Bureau of Labor Statistics & Employ. Devel. Dept. Unemployment Figures **San Francisco - Oakland Manpower, 1972-75** (EDD) **S.F. Oakland Labor Market Bulletins** (EDD) **Area Manpower Review** (EDD) **Employment Outlook & Manpower Planning Report,** **F.Y. '74-'75** (EDD) **Ethnic Groups, Veterans, & the Handicapped in S.F., June 1974** (EDD Special Study commissioned by MOM) MOM/MIS program performance data, by component and by contractor
Agency/Organizational Approval Procedure	**New Courses or Programs** Center Advisory Com-	Occupational Program Career & Occupational Preparation Division Unified School District	District Request to Region, thence to State	Planning Committee Approves Overall Program Design Evaluation Committee

					Manpower Planning Report, F.Y. '74-'75 (EDD) Ethnic Groups, Veterans, & the Handicapped in S.F., June 1974 (EDD Special Study commissioned by MOM) MOM/MIS program performance data, by component and by contractor
Agency/Organizational Approval Procedure	**New Courses or Programs** Center Advisory Committees Program Advisory Committees Center Director/ Center Site Council Administrative Director Assistant Chancellor Occupational Program Advisory Committees Dept. Heads, Deans of Instruction Administrative Dean Curriculum Committee (15 members, Faculty) Student, Administration College President (Courses, Approval Attained; for Program, continue below) District Occupational Steering Committee District Committee on Instruction Chancellor-superintendent Area Planning Committee (multi-county) Community College District Board Off. of Chancellor, Calif. Com. Colleges Post Secondary Commission **Institutional Development** Business Manager Chancellor-Superintendent Community College District Board Off./Chancellor Calif. Com. Colleges		Career & Occupational Preparation Division Unified School District Board State Board of Vocational Education	District Request to Region, [illegible] to State Office (Recommendation of staff Executive Committee) and Dept. Director	Planning Committee Approves Overall Program Design Evaluation Committee recommends specific contracts Manpower Planning Council recommends total plan to Mayor Board of Supervisors who adopt approval resolution Plan reviewed by DOL/MA regional office for general conformance with statute
Operating Time Frame for Upcoming Plan, Calendar Dates	**RE: BUDGET** Internal Review, Administrative Director **January** Center Directors to Administrative Director - **April** To offices of Ass't Chancellor and Business Manager - **May** **RE: BUDGET** Internal Review, Administrative Dean **January** Deans of Instruction to Administrative Dean **April** To offices of College President and Business Manager - **May** Ass't. Chancellor's & College President's Budgets to Chancellor - Superintendent - **May** Chancellor - Supt.'s Budget to CCD Board - **June** Publication Budget Announced - **June** CCD Board Hearings - First Week of **August** CCD Budget Adopted - Early **August** Budget Effective - Fall School Year (Note: curriculum development and State Voc. Educ. approval of new programs is ongoing, not seasonal)		Completed by Career & Occupational Prep. Div. - **April** Approval by USD Board **April** Submitted to State Voc. Educ. Board - **April** Plan effective - **Sept.**	District's proposed Plan to region **March 1** Regional Plan to State **April or May** Adoption of State Plan by Director - **June** Plan effective - **July**	Staff & Planning Committee Approval of Overall Design **Feb. or March** Staff and Evaluation Committee Review - Feb. - **April** Manp. Plan. Council Approval - **April** Publication - **April** Mayor/Board of Supervisors Resolution - **April or May** Submission to DOL/MA Regional Office - **June 1** Subcontract negotiation (conditional) - **June** Plan effective **July1**
Agency/Organization Requests/Suggestions Toward: 1) Achieving Professional and Public Objectives More Effectively 2) Improved Performance by "Family" of Agencies	VEA and the CCD general fund	Advancing curriculum and community support for the Downtown Center	Better image of vocational education in the community	Additional training resources for the handicapped Public support/ client advocacy Role in local planning processes for training and related services	**Need To Know** Presently planned Services through USD's ROP in F.Y. '76 Same re: USD's Voc. Educ. Plan Sense of Flexibility/ Availibility of CCD resources to assume further overhead costs D/R's plans, if any, to purchase occup'al training for groups of its clients Probe of cost/sharing possibilities for persons both VRA (incl. gen. fund) and CETA eligible.

Prepared April, 1975

THE SAN FRANCISCO

COMMUNITY TRAINING FORUM AND INTERCHANGE*

Summary and Fact Sheet

WHAT It Is

The San Francisco Community Training Forum and Interchange is a mechanism for the informal exchange of information and the sharing of views on public training and labor market matters, affecting this community.

Five public agencies plus civic leaders make up the membership of the Forum/Interchange. Communication is facilitated by discussions and exchange of information through the Forum and the exchange of planning and program material through the Interchange. A small staff secretariat services both.

WHO Participates?

Community, business, labor and civic leaders plus five public agencies.

The San Francisco Community College District

The San Francisco Unified School District

The San Francisco Mayor's Office of Manpower

The California Department of Rehabilitation, San Francisco District Office

The California Employment Development Department, San Francisco District Office & Northern California Employment Data and Research Office

PURPOSES

1) assessing more accurately the community's need for training and the labor market demand

2) consulting in the formulation and review of program plans to meet those needs

3) participating in a dialogue with business, labor and community groups to utilize better all related services in an effective and economical manner

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* Retitled September 1975, as the San Francisco Job Training Interchange

SCOPE of Interest

Publicly funded classroom training programs, related supportive services and relevant labor market information

HOW will It Work?

The FORUM

1) will arrange small group meetings approximately monthly at which matters of common concern can be examined in an informal atmosphere of trust and confidentiality.

2) will use small, "no-host" meetings as a means of increasing the knowledge and interest of business, trade union, community and training groups in the issues and problems which concern other member-groups;

3) will arrange experience-sharing sessions where information on specific programs, approaches or methods can be discussed.

The INTERCHANGE

1) will receive, summarize and circulate plans or other material provided by any participating agency;

2) will provide informational material on local classroom training programs;

3) will maintain an information bank of current agency services and personnel with summary data arrayed in a common format.

WHEN

The FORUM/INTERCHANGE is being organized this summer, 1975, for operation beginning this fall. Agency, administrator and civic leader approvals are now in process.

FUNDING

In-kind contributions of staff, space and material including use of federal R&D grant and public service employment (PSE) funds.

WHY a Forum & Interchange?

There is no such mechanism in use now in any major American city to meet the need to avoid isolated decision-making and the fragmented delivery of services. This pilot effort is an innovative approach which will be evaluated by its sponsors after one year to assess its effectiveness.

THE SAN FRANCISCO

COMMUNITY TRAINING FORUM AND INTERCHANGE*

Summary

The following statement sets forth the objectives and methods for a new community tool. The San Francisco Community Training Forum and Interchange is a mechanism for the informal exchange of information and the sharing of views on public training and labor market matters affecting this community.

The Forum and Interchange is established in the belief that public training and manpower program decisions can be assisted and the quality of service aided through a timely sharing of the assumptions and plans of training agency program planners.

The statement describes an open-ended consultative procedure for cooperative planning. Creating an informal forum for business, labor, community and training agency dialogue also can contribute to the "fit" between market demand and community supply.

Five public agencies plus civic leaders make up the membership of the Forum/Interchange. Communication is facilitated by discussions and exchange of information through the Forum and the exchange of planning and program material through the Interchange. A small staff secretariat services both.

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* Retitled September 1975

SAN FRANCISCO TRAINING FORUM AND INTERCHANGE

STATEMENT OF PURPOSES AND METHODS

Introduction

Citizens of San Francisco and its public manpower and vocational training agencies establish this Forum and Interchange to facilitate the sharing of information and the processes of program planning. These organizations are charged with meeting the skill development and related needs of citizens in this community. This is particularly important in the case of those San Franciscans for whom such services are vital to attaining a measure of economic security.

In furthering this responsibility, five participating agencies -- the San Francisco Community College District, the San Francisco Unified School District, the San Francisco Mayor's Office of Manpower, the California Department of Rehabilitation and the California Employment Development Department -- assisted by citizen leaders, plan a joint effort for the following purposes: 1) assessing ever more accurately the community's need for jobs and for training; 2) consulting with each other in the formulation and review of program plans to meet those needs; and 3) participating with a spirit of free inquiry in a dialogue with business, labor and community groups to utilize better all related services in a manner both effective and economical.

In creating this Forum and Interchange the sponsors are mindful that it is an experimental effort unique in the public training experience of major American cities. The participating organizations are committed to an open minded search for more effective means of meeting their responsibilities. This innovative approach will be tested and adapted as suggested by the learnings of this common experience. The pilot effort will be evaluated after one year to assess its usefulness and to decide if it should be continued.

I. Purposes

These purposes will be accomplished by:

A. The Interchange

1. Providing timely information about training programs through an information bank.
2. Arranging for the sharing of program plans when they are in development and assuring an appropriate mechanism for comment by participating agencies.

B. The Forum

1. Establishing a suitable meeting ground through which business, labor, community and training agency viewpoints can be expressed freely and in trust.
2. Expedite the sharing of facts, experience and opinions on training, placement and employment efforts in San Francisco.
3. Encouraging all participating agencies and other concerned business, labor and governmental organizations to exchange labor supply and market demand information.

II. Forum/Interchange Composition and Member Selection

The Forum/Interchange will be composed of staff members from the previously listed public training agencies and community leaders interested in training and placement in San Francisco. F/I members will be those persons knowledgeable about program planning and management and carrying training or related responsibilities for their organizations. The five agencies will select one or two staff members as their designees. In addition, representation will include business, commerce and industry, trade unions, and community representatives. Citizen member selection shall be by present members of the Community Planning Work Group in consultation with leading figures within major business and labor groups and the communities in the city.

III. Operation

The Forum will hold regular meetings, approximately monthly, to maintain a continuing dialogue on training and placement issues which concern this city. The agenda will consist of items suggested in advance by any member, and it will be styled to accommodate discussion of other timely items. The focus will be maintained on training and related matters.

As a Forum, the F/I will

A. at the request of participating agencies and/or community interest groups, arrange small group meetings at which matters of common concern can be examined in an informal atmosphere of trust and confidentiality.

B. use small, "no-host" meetings as a means of increasing business, labor, community and training knowledge, trust and interest in the issues and problems which concern other member groups in this civic partnership.

C. as requested by participating agencies, arrange experience-sharing sessions where information on specific programs, problems or methods can be discussed.

As an Interchange, the F/I will

A. Receive, summarize, circulate and assemble agency comment on program plans or other material provided by any participating agency.

B. Provide informational material on local classroom training programs, as requested by participating agencies.

C. Exchange information concerning labor supply and market demand.

D. Maintain an information bank of current agency services and personnel with summary data arrayed in a common format, for use of these agencies.

In its operations the F/I will function as a common service instrument to the participating agencies and interest groups. It will weigh and limit the

requests it makes of member agencies and group, respecting the workload otherwise carried by their staffs.

IV. Administrative Arrangements and Financing

At the request of other participating agencies, the Mayor's Office of Manpower, to the extent possible, will provide staff services to the F/I. The present commitment of that office is one-half time of a professional staff person and clerical services. That office will attempt to provide additional staff through the public service employment program, conscious though of the demands on, and limitations of, that program and other programs funding staff under the Comprehensive Employment & Training Act (CETA). The California Department of Rehabilitation will endeavor to provide space, supplies and telephones in one of its San Francisco offices.

The participating agencies and citizen members of the F/I agree to a continued exploration of the funding possibilities available to place it on a more secure fiscal footing.

V. Evaluation - A Self-assessment

This F/I will be evaluated after one year's operating experience to assess its value to the community and to the participating agencies. The evaluation therefore will determine if:

A. the information assembled and the viewpoints exchanged are of sufficient utility to the participants to warrant continuing the function, and

B. there is evidence that group members use the information provided them and that there is sufficient indication that this has affected their planning and their programs.

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Relevant Federal, State and Local Legislation

Federal

Vocational Education Amendments of 1968 and 1974

Require State Vocational Education Plans, provide funds for State Advisory Councils on Vocational Education and Technical Training, and staff to serve them.

Comprehensive Employment and Training Act of 1973

Establishes local direction of manpower development and training programs subject to broad federal guidelines reflecting national priorities. Creates the prime sponsor and vests it and citizen planning council with discretion heretofore given to Department of Labor/Manpower Administration regional offices.

Rehabilitation Act of 1973

Revises grant system for vocational rehabilitation services, emphasizes service to those with most severe handicaps, places responsibility on Department of Health, Education, and Welfare for coordination of all programs within the Department with respect to handicapped persons.

State of California

AB 1820, Statutes of 1969

Authorizes State Board of Education, the Board of Governors of the California Community Colleges and the State Employment Development Department to divide the state into a maximum of 15 vocational planning areas. (Twelve were established). Pilot area vocational planning committees were begun in five areas, staffed by personnel paid from the State administrative portion of VEA funds.

SB 90, Statutes of 1972

Revises formula for State support of public school education, alters equalization principles, places ceiling upon funds which can be raised from ad valorem taxes imposed by local governments. Effect is to lower State contribution to some localities (based on units of "average daily attendance.") Inflation factor in legislation is less than that experienced by localities. Systems with declining enrollments, and relatively fixed administrative costs are doubly affected. Municipalities' only political recourse under law is to call a referendum on an "override" of the limits imposed by law.

SB 6, Statutes of 1973

Increases value of unit of a.d.a. applicable to community college districts which have taxing power to limit of law. This governmental district is in California currently taxing below legal limit set by State.

SB 601, Statutes of 1973

As proposed, would have merged Employment Development Departments; as enacted provides for two year demonstration project in three local offices of the feasibility of consolidating the two organizations. (Also renames the former Department of Human Resource Development the EDD).

City and County of San Francisco

Resolution No. 178-72, March 22, 1972

"Requesting the Mayor to appoint a manpower planning council; providing for the composition purposes and responsibilities of said council; and authorizing the Mayor to submit applications for funding for said council."

Resolution No. 749-73, November 12, 1973

Authorizing the Mayor to apply for funds to be used "as matching funds and related incidental expenses...to employ a qualified individual under the Intergovernmental Personnel Act" for a project of the Manpower Planning Council..."improving the coordination of manpower training program planning with vocational training in the public schools..."

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